

OC-M77-350
1 June 1977

MEMORANDUM FOR: OC Executive Board Members (U)

FROM: [REDACTED] (U)
Director of Communications

SUBJECT: Agenda for Executive Board Meeting (U)

(U) A meeting of the OC Executive Board is scheduled for 7 June 1977 (Tuesday) at 1000 hours in the D/CO Conference Room (2A03 [REDACTED]). The agenda items for this meeting are as follows:

1. (U) Missions & Functions of the OC Planning Staff (See Attachment A)

2. (U) AXANET 1983 Study (See Attachment B)

4. (U/AIUO) LOI's (See Attachment C)

5. (U) Assessment Center

(U) Attachments:
As Stated

(U) Distribution:

- 1 - D/CO w/att.
- 1 - DD/CO w/att.
- 1 - C/OC-O w/att.
- 1 - C/OC-S w/att.
- 1 - C/OC-E w/att.
- 1 - C/OC-CS w/att.
- 1 - AC/OC-P&B w/att.
- 1 - C/OC-O [REDACTED] w/att.

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OC PLANNING STAFF

I. INTRODUCTION

A. The OC Planning Staff was established in February 1977 with the assignment of one employee to the position of Chief, Planning Staff. Several months were allocated for this individual to study the OC planning process, to define the role of the Planning Staff and to develop a charter or modus operandi for the staff. This paper contains the results of this first effort. It is anticipated that the Planning Staff size will be increased to three employees in the near future so that detailed work can commence.

B. The Planning Staff will work in the three to five year context. However, the Planning Staff cannot divorce itself entirely from current OC efforts since by definition long-range or strategic planning does not deal with future decisions. Rather, it deals with the futurity of present decisions. The flexible long-range plan provides a base against which decisions can be measured, and provides flexibility to adapt to a range of possibilities.

II. PLANNING STAFF OBJECTIVES

A. Produce a philosophic blueprint to permit OC to obtain goals, identified by the Director of Communications. For an organization to function efficiently, two things are required. First, the entire organization must be knowledgeable concerning the goals and expectations of top management. Second, top management must be knowledgeable concerning the decisions, commitments and efforts of people in the organization. It is anticipated that this blueprint will take the form of a short booklet, issued annually, which will restate long-range office objectives for line managers use when allocating resources, developing program and budget plans and making daily decisions.

B. Develop a feedback system which will ensure that top management obtains information concerning progress towards realizing the D/CO goals and that OC employees are informed concerning the results of their efforts. This objective would entail analysis of ongoing resource allocations and results.

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ATTACHMENT A

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C. Provide a methodology for identifying alternative methods for reaching goals and for evaluating these alternatives. Obtainment of this objective should identify the kinds of decisions that are possible at various times, the factors that should or should not be considered, the risk involved and a determination as to why one decision is more appropriate than others.

D. Establish the Planning Staff as the focal point for long-range planning and as a bridge between the OC planners in various components. The Planning Staff should participate in all OC planning groups, review suggestions and other input which relates to long-range planning and raise issues as necessary to ensure that alternatives are thoroughly investigated.

III. APPROACH

A. The Planning Staff will take a systems approach to developing long-range OC plans. This approach will consist of six basic, linear steps: definition of present system, projection of future system based upon present three-year program, analysis of present and future system strengths and weaknesses, contingency analysis ("what if" statements), presentation of possible goals and alternatives to OC management and publication of planning booklet. The process will provide a basis for future planning efforts and a base for analyzing decisions and adjusting to changing circumstances. These steps are described below:

1. Definition of Present System

The present OC system is composed of several subsystems, each of which can be subdivided into multiple activities. The major subsystems are narrative or foreign field network, the secure voice network, [REDACTED] and project support. It is necessary to rationally define the present system as a first step since changes to one subsystem often effect other subsystems. Overlaid upon this system are the functional influences of Engineering, Operations, Communications Security and Services.

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2. Projection of Future System Based upon
Present Three-Year Program

This step will analyze the OC system in the context of present programs. Basically, the question will be asked "what will be the features and capabilities of the system if we continue our present program in accordance with resource packages?"

3. Analysis of Present and Future System
Strengths and Weaknesses

This step involves an analysis of present system capabilities in relation to customer demands and an attempt to forecast system demands over a three-year period. An attempt will be made to identify present and projected system "choke points" and other problem areas.

4. Contingency Analysis

After the present and programmed system is defined, the Planning Staff will identify and analyze possible system modifications and estimate the impact of these changes upon the various sub-systems. The major contingencies to be evaluated are technical advances, changed budget and manpower levels and modified customer demands. A number of other "what if" statements can then be factored into the analysis. Some of these are listed below. What if:

a. OC was requested to provide data communications for some or all overseas field stations?

b. All narrative correspondence between field stations and Headquarters was exchanged electrically?

c. All base stations were converted to black patch operations?

d. [REDACTED] went off the air for 24 hours, 48 hours, 72 hours, etc.?

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f. Role reversal occurred?

g. A [REDACTED] satellite failed in three years?

h. A base station was captured by terrorists?

i. OC was requested to manage DD/S&T communications in the same fashion as it does for DDO?

j. SAFE was extended to overseas stations?

k. OC relinquished HF as a backup system?

l. OC relinquished OTT as a backup cryptographic system?

m. The manual message processing function was eliminated for overseas stations?

n. All [REDACTED] required secure voice communications?

o. OC was asked to meet firm EEO targets within a given time period?

p. OC was requested to reduce personnel by 10 percent, 20 percent or 50 percent?

q. The OC budget was reduced by 10 percent, 20 percent or 50 percent?

5. Presentation of Possible Goals and Alternatives to OC Management

At this point in the planning process, it will be necessary to review the findings with OC management and to obtain feedback concerning alternative goals. The consequences attached to each alternative will be specified and each alternative ordered in

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relation to all possible circumstances. It will be incumbent upon the Planning Staff to ensure that input from every element of OC is considered when developing the list of alternatives. Customer input, both formal and informal, must be considered when developing this alternative list. The P&B Staff efforts provide a point of departure for this effort, but it is assumed that personal contact will be required to further refine projected customer requirements.

6. Publication of Planning Booklet

The final step in the initial Planning Staff effort will consist of the publication of a planning booklet which concisely relates the long-range goals of OC management. The other information developed during the effort will be released to OC components for background information. Hopefully, the first booklet will be published prior to the FY-80 program call. It might also be beneficial to release this booklet to the Comptroller and the Deputy Directors so that the OC goals are obvious to all of our customers. It is anticipated that the planning booklet will be updated on a yearly basis in accordance with changed demands or resources.

IV. PLANNING STAFF PRODUCTS

The Planning Staff will produce one major product, the annual planning booklet. The process of producing this booklet will equip the staff for other services of benefit to the office. Some of these are discussed below:

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1. Conduct specialized studies; e.g., OC skills mix requirements in three to five years, role in future network, etc.

2. The Planning Staff function will inherently provide a feedback system regarding the progress towards obtaining D/CO goals. This process is necessary in order to update the planning booklet on a yearly basis.

3. After the first systems analysis is complete, the Planning Staff will be able to provide input concerning the impact of various decisions. The Staff will remain aloof from the actual decision making process but

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will be in a position to list alternatives, evaluate the impact upon the system of various decision choices and ensure that as many alternatives as possible are brought to the attention of OC management.

4. The Planning Staff will be in a position to evaluate suggestions and "think pieces" for OC management. This evaluation should include a system's impact analysis.

5. The Planning Staff will produce topical papers reflecting contention among OC planners regarding system alternatives, to raise issues for OC management's attention and to channel innovative ideas from the OC organization to the top.

6. The Planning Staff will be in a position to assist with evaluating program call submissions against D/CO goals after the first planning booklet is published.

7. The Planning Staff will serve as a repository and information center concerning studies produced by OC or of interest to OC.

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D R A F T

OFFICE OF COMMUNICATIONS ORDERS

I. Organization: Planning Staff

A. Mission

The Planning Staff is responsible for developing long-range plans for the Office of Communications which will achieve the goals identified by the Director of Communications.

B. Functions

To accomplish the stated mission, the Planning Staff functions as follows:

1. Produce an annual long-range planning document which concisely relates the goals of the Office for OC managers.
2. Serve as the focal point for long-range planning efforts within the Office.
3. Advise OC Senior Officials on long-range planning matters, providing information concerning alternative methods for achieving Office goals.
4. Provide feedback concerning progress towards achieving Office goals.
5. Conduct specialized studies as appropriate.
6. Serve as a repository and information center concerning studies produced by OC or of interest to OC.
7. Conduct liaison with other Agency offices or with other government agencies or departments as necessary to ensure that long-range OC plans include customer input.
8. Evaluate recommendations which have long-range OC system implications for OC management, providing an impact statement and a list of alternatives.

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C. Organization Symbol

The symbol for routing of correspondence or for reference to the Chief of the Planning Staff, QC is OC-PS.

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OPTIONAL FORM NO. 10
MAY 1962 EDITION
GSA FPMR (41 CFR) 101-11.6

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UNITED STATES GOVERNMENT

Memorandum

TO : Secretary, OC Executive Board

OCE-M77-094
DATE: 4 March 1977

25X1A FROM : 
Chief, Communications Engineering

SUBJECT: OC Executive Board Agenda Item

Please include as an agenda item for the next
OC Executive Board meeting discussion of the AXANET
1983 Study per the attached paper.



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Attachment:
As Stated

Distribution:
Original - Addressee, w/att.



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Buy U.S. Savings Bonds Regularly on the Payroll Savings Plan

E3 IMPDET
CL BY 027859

AXANET 1983 STUDY

EXECUTIVE SUMMARY

1. This study is a compilation of thoughts resulting from discussions pertaining to on-going network planning and the FY-79 Program Call. The intention is to present a 1977 view of AXANET, circa 1983, which can be used as a planning basis for network architecture and equipment procurement.

2. The narrative picture is described by the following assumptions (predictions) which are elaborated upon in the text:

a. All base stations shall have black patch capability.

b. All stations will have 300 wpm capability.

25X1A c. AXANET is survivable in the event of total failure.

d. KG-13 will remain crypto mainstay.

25X1A e. [redacted] assets will be relocated [redacted]

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25X1A f. [redacted]

25X1A g. [redacted] will have access to entry terminal.

h. Several mini-relay stations will support altrouting.

i. Field station terminals will be upgraded.

25X1A j. [redacted] Phase III is operational.

k. Base station activities will be automated.

3. Unfunded requirements for the FY-79 Program Call are based upon various issues presented in the study plan. This plan is submitted as a datum reference to be added to or deleted from as requirements and policies dictate.

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CL BY 390302

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ATTACHMENT B

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AXANET 1983

1. The objective of this paper is to present a circa-1977 normalized model of the AXANET network to be used as a planning basis for network architecture and equipment procurement through circa 1983. Perception of this objective is based upon present knowledge of our existing system and assets, thoughts presented in various paper studies pertaining to equipment diversion and alternate site locations, and generalized assumptions. This discourse is purposely presented in a global framework. Specific details as to how each event may take place are deemed to be within present technological resources and economy, but are not specifically noted.

2. The following assumptions are presented to establish a circa-1983 reference timeframe from which subsequent discussions shall develop:

a. Intermediate base stations (IBS) will have the capability to black patch/multiplex respective High Frequency (HF) and altouted full duplex field station circuits [REDACTED]

b. All field terminals and base stations will be convertible to a minimum of 300 wpm SKYLINK and/or HF transmission capability.

c. AXANET could survive with [REDACTED] completely inoperative.

d. KG-13 will be the mainstay cryptographic equipment.

e. [REDACTED] Headquarters and IBS operations will be relocated [REDACTED]

f. As a [REDACTED] cryptographic extension, [REDACTED] [REDACTED] IBS will have the capability to independently operate red multiplex [REDACTED]

g. [REDACTED] Headquarters will have direct accessibility to a SKYLINK terminal equipped with at least an 18-foot antenna.

h. A minimum of eight SKYLINK stations shall support mini-relay functions.

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25X1A 6. On the basis of current planning, [redacted] Office of Communications' manned field stations will ultimately be converted to SKYLINK operation. Of these [redacted] approximately [redacted] stations will have single satellite visibility (excluding other path perturbations presently being investigated for other stations) if the footprints of the [redacted] system remain valid for the [redacted] network. For altrouting capabilities of the single (perturbed) visibility stations, the following assumptions are presented:

a. Both SKYLINK and HF capabilities are lost during a catastrophic [redacted] failure.

b. There are alternate SKYLINK entry terminals which can be used [redacted]

25X1A c. Those stations having single satellite visibility have an altroute capability to cope with the loss of satellite [redacted]

Alternate routing of those stations having single/perturbed satellite visibility would be accomplished via mini-relay, but not necessarily simultaneously, as outlined below:




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7. The mini-relay concept is presently in operation; however, the requirement for mini-relay stations will necessitate consideration of specific HF antennas, modems, keyers, converters and non-morse signaling equipment. MIL-STD-188-114 may have to be adopted to preserve long-haul distribution of high data rates. The use of KG-13 and associated control equipment (CU-113) over HF paths will be mandatory at data rates up to 300 BPS.

8. Ideally, AXANET should provide transparent links to all users. A transparent link is an independent, unobstructed, unadulterated path between two terminal (user) points. Intervention of crypto and multiplex hierarchy restricts the degree of transparency achievable. There are mechanisms which can be employed to reduce technical barriers and to intrinsically provide improved link capabilities. To achieve total transparency is a technical utopian goal which is asymptotically approachable. Compromise between sensible proportions of circuit capability (capacity) and degree of transparency should be accepted and established. AXANET field stations, by the 1983-1985 time-frame, will become more complex. Technology and support requirements will be the main impetus towards complexity. Actively assisted terminal equipment and the interaction between terminal and link equipment will proffer solutions to complexity and transparency constraints. Automated circuit status and control systems are presently being configured  and will become the mainstay for all base stations circuit monitoring, record-keeping (logging) and patching requirements. Modularized "passive" peripheral devices, i.e., OCRs, printers, keyboards, CRT displays, may be serviced by processor control which is, in turn, slaved to a central system. Minimally, handshaking between IBS and field station equipment will be a necessity for purposes of selective calling, station health status and crypto/multiplex synchronization.

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9. Satellite power allocation and data rate limitations have not been addressed. Both entities have finite ceilings; however, data rates can be flexible depending upon the versatility of the network. Time slot transmission techniques could provide a means for increasing data rate capability

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on a shared basis, at least. Netted crypto is presently infeasible; however, it is assumed that by 1980, a computerized KG-13 key card simulator for base station crypto could be developed which would permit automated, dedicated, variable data rate; i.e., 300 - 16 KBPS, time slotted, crypto protected circuit management.

10. This concludes the circa-1977 normalized model of AXANET 1983. Feasible assumptions are the basis of the forethought presented in this paper. The normalized "picture" of the future AXANET is presented as a datum line from which to work, up or down. Other network schemes, such as secure voice, have not been addressed because of the complexities and controversies of system definition and implementation; however, the basic link hardware will be available in the field. Specific peripherals need to be defined; but with a modularized station concept, network interfacing to any kind of peripheral should be a minimal chore. That is one of the secrets of transparency.



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LXA
HN [redacted]
16 February 1977
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HN [redacted]
16 February 1977

PERFORMANCE EVALUATION PROGRAM

REFERENCE: HR [redacted]

1. Employee Bulletin [redacted] New Approaches to Personnel Management, dated 1 April 1974 introduced into the Agency's personnel system a number of new concepts and directions designed to promote more uniform and equitable management of our employees. One new direction introduced by the bulletin was the standardization of the methods of employee ranking and evaluation. A second Employee Bulletin, Number [redacted] dated 23 July 1975 was issued to report progress of the "New Approaches." In the second bulletin the following statement was made: "The personnel system administered by the Career Services places an emphasis on performance and achievement by the individual employee. This is essential if we are to fulfill our substantive objective, so important to national security. To maintain and further strengthen this emphasis on performance and achievement, the personnel system must produce mutual confidence between employees and managers." Employees must have confidence that the standards and judgments being applied to their performance are equitable with those being applied to other individuals in the Career Service.

2. An initial step in assuring standards and equity is a carefully prepared and properly utilized Letter of Instruction (LOI). The purpose of the LOI is to provide a general and clear understanding of the employee's responsibilities and duties and the expected quality and/or quantity of performance. To be effective the LOI must be a joint effort of the employee and the supervisor. The LOI is not a static document and should be reviewed periodically and revised as appropriate, at least annually, to record any significant changes in the employee's duties or responsibilities. It serves as a prelude to the performance evaluation process which is the essential component in maintaining and strengthening individual performance and achievement.

3. A properly administered evaluation program requires continuing communication and understanding between supervisor and employee to evaluate progress and performance in the achievement of LOI objectives and job responsibilities. During the course of the reporting period the supervisor should have frequent work related conversations with the employee to offer guidance and encouragement, to discuss the assignment and status of performance, and to provide follow-up to previous discussions. The Fitness Report is the formal written evaluation of performance, and when the above precedures are followed should contain no surprises for the employee.

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16 February 1977

4. The Fitness Report now used in the Agency has evolved through twenty-five years of research and development. It provides for both qualitative ratings of specific duties and responsibilities and for a narrative report to document and, where necessary, explain the ratings. Five ratings are identified to allow for different levels of performance. Most managers and employees feel that fewer ratings would be too limiting, creating an "either/or" report, and that more ratings would result in too much diffusion. The scope of each rating is carefully delineated on the form as are the elements of performance to be considered in establishing the overall rating. In the Agency's evaluation system, an overall performance rating of Proficient is regarded as the norm and is the level of performance expected of the majority of employees. Evaluations should be the result of an objective judgment of an individual's performance of the specific assigned duties; it is not a comparison with employees in other offices, in other Career Services, or in other agencies of Government.

5. The performance evaluation should not be considered an end in itself, but as a way of giving management and the employee needed information about the employee's performance. It is an important responsibility of the supervisor and the reviewing official, and its impact on the individual employee and value to the personnel system cannot be overemphasized. Fitness Reports are basic tools for evaluating employees and should provide continuing evidence of an individual's work experience, work standards and habits, and acumen in personal relations. It is in the interest of both the employee and management that reports be factual, honest, and kept within the bounds of the established system. To do otherwise, to mask an employee's good or bad qualities and performance, or to hide a rater's failure to face the facts of a situation is dishonest and irresponsible personnel management. Thoughtful and responsible preparation of Fitness Reports will contribute to improved administration of other aspects of personnel management, such as ranking and evaluation reviews, assignments, promotion recommendations, quality step increases, and periodic step increases.

6. Adherence to established standards and a serious effort by supervisors and managers to use the Fitness Report program within the concept of the "New Approaches" cited above will bring about a more meaningful evaluation process and a strengthening of the employee's confidence in the Agency's personnel management system. Confidence of this nature can only contribute to the well being of all employees.

FOR THE DIRECTOR OF CENTRAL INTELLIGENCE:

JOHN F. BLAKE
Deputy Director
for
Administration

DISTRIBUTION: ALL EMPLOYEES (1-6)

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This Notice is Current Until Rescinded

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HN [REDACTED]
10 February 1975

LETTERS OF INSTRUCTION

References: HR [REDACTED]
HN [REDACTED]

1. HR [REDACTED] established the Letters of Instruction (LOI) as one aspect of the management processes of the Agency. Additional guidance was provided by HN [REDACTED] concerning the substance and preparation of the LOI. Within a total area of an employee's responsibilities, the LOI focuses attention of the supervisor and the employee on specific annual performance objectives and establishes plans for their accomplishment.

2. The initial LOI's were, for the most part, prepared in early 1974. Supervisors and employees should review their LOI's during the first quarter of 1975 and make the necessary revisions to record significant changes in duties, responsibilities, or specific performance objectives.

FOR THE DIRECTOR OF CENTRAL INTELLIGENCE:

JOHN F. BLAKE
Deputy Director
for
Administration

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HR

(2) **LETTERS OF INSTRUCTION.** Supervisors will provide employees with written statements of the nature and scope of their work. To the extent practicable these statements will include annual performance objectives and action plans which specify the timing of results which the employees intend to accomplish. Supervisors will participate with employees in defining such objectives and plans as the standards for evaluating each employee's performance in terms of his productivity during the following year. Letters of instruction will be revised to record any significant changes in duties and responsibilities or in specific performance objectives.

(3) **RECORDING PERFORMANCE EVALUATIONS**

- (a) The Fitness Report (Form 45) will be used to record performance evaluations and will be prepared and submitted in accordance with the instructions contained in Form 45i, Directions for Completing Form 45, Fitness Report.
- (b) A memorandum in lieu of Form 45 is permitted for employees in grade GS-14 and above when it is clearly established that such a substitute is appropriate and not merely an avoidance of specificity. When a memorandum is used, care should be taken to ensure that the purposes of a Fitness Report are observed. The memorandum will be prepared in accordance with instructions contained in Form 45i.
- (c) Promotion recommendations will not be made on Fitness Reports.
- (d) Rating officials will evaluate supervisors annually on their performance in equal employment opportunity areas such as identification of personnel with potential for advancement, especially members of minority groups and women, maximum utilization of personnel, and participation in upward mobility programs.

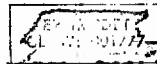
(4) **SUBMISSION OF REPORTS**

(a) **Fitness Reports for Career and Reserve Employees**

- (1) **Initial Report.** Supervisors will prepare a Fitness Report, Form 45, for each Career and Reserve Employee nine months after the employee's entrance on duty, unless a report had been prepared for some other reason within the previous 90 days. This report may be deferred up to 30 days if the employee has been under the jurisdiction of his supervisor for less than 90 days. In addition to the normal review, the report will be reviewed by the Operating Official concerned, or his designee.
- (2) **Annual Report.** Supervisors will prepare a Fitness Report, Form 45, for each Career and Reserve Employee annually, unless a report had been prepared for some other reason within the previous 90 days. An annual report may be deferred up to 30 days if the employee has been under the jurisdiction of his supervisor for less than 90 days. Annual Fitness Reports should be submitted in accordance with the following schedule:

→ Revised: 13 June 1974 (818)

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Per HJS
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This Notice is Current Until Rescinded

PERSONNEL

HN [REDACTED]
23 April 1974

LETTERS OF INSTRUCTION

STATINTL References: (a) HR [REDACTED] Letters of Instruction, dated
20 December 1973
(b) Employee Bulletin No. [REDACTED] New Approaches to
Personnel Management, dated 1 April 1974

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1. This additional background information and guidance is prompted by questions raised in implementing LOI procedures.

2. Consistent with the New Approaches to Personnel Management announced by the Director on 1 April 1974 each Deputy Director has considerable latitude in prescribing guidance and procedures for the development and use of Letters of Instruction. It is expected that the implementation of such systems will be in harmony with the management of other personnel programs within each of the five Career Services and their established Career Sub-Groups. Therefore, no Agency-wide format or procedure for LOI's is contemplated.

3. Letters of Instruction are designed to introduce reasonable application of the concept of management by objectives in supervisory relationships. LOI's are intended to ensure two-way communication and understanding between supervisors and their immediate subordinates in developing realistic plans of action toward the accomplishment of specified objectives. The essential purpose of the effort is to improve productivity through increasing mutual commitment and focusing cooperative action toward the achievement of measurable goals. LOI's will be revised to record any significant changes in the employee's duties and responsibilities or in agreed performance objectives. There is some consensus that LOI's are most useful as individualized documents whose length and detail vary with the needs of the supervisor and the employee. Pertinent factors would include the relative complexity of the job, the experience of the employee in the job, and the types of related documentation available. Effective LOI systems will be managed with recognition that much of their value lies in the communications process which takes place before the LOI document is produced.

4. The LOI program contemplates frequent discussions and constructive evaluations of progress toward specified targets of accomplishment which should foster productivity. Generally, this intermittent review of performance in terms of mutual expectations will also facilitate the recording of annual performance evaluations in meaningful terms. However, such post facto use of the objectives

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HN [REDACTED]

PERSONNEL

23 April 1974

stated in LOI's as benchmarks for recording annual performance evaluations should not be overemphasized in relation to the primary purpose of LOI's as forward-looking plans of action toward defined targets of accomplishment.

5. Questions have been raised concerning the relationship of LOI's to official position descriptions. A Letter of Instruction need not cover the full range of an employee's duties and responsibilities as would be recorded in his position description. Instead, within the parameters of a current position description, the Letter of Instruction targets positive action plans toward selected priority objectives. However, the related discussions of work requirements can serve to identify significant changes in the nature and scope of an employee's duties and responsibilities and to trigger the preparation of an updated position description when indicated.

6. Representatives of the Offices of Training and Personnel are available to assist those who are involved in the development and introduction of LOI procedures appropriate to the Career Service concerned.

FOR THE DIRECTOR OF CENTRAL INTELLIGENCE:

HAROLD L. BROWMAN
Deputy Director
for
Management and Services

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